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The labor mobility program is designed to provide such counseling, technical, and financial assistance as will be needed to place retrained persons on jobs that make decent wages in other communities, in contrast to those programs which retrain persons for local employment. The general objectives include: developing jobs for persons having saleable skills, assisting these persons and their families in relocating to the job area, and identifying problems and providing solutions related to the relocation process. Over the past 2 years this experimental and demonstration relocation project has been instrumental in over 450 relocations of trained personnel. Its clientele has been mainly rural or farm displaced persons who have relocated mainly in an urban situation. The major objective of relocation should be aimed at human resource conservation and development. The immediate aim should be to place adults in self-supporting circumstances and ultimately to expose their children to opportunities and circumstances which will prevent the recycling of unemployment and subsequently deprivation. Job development, placement precedures, trial allowances, and loan-grant allowances are also discussed. (CH)

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MOBILIZED

Low-Income Families

To

New

Job Skills

EMPLOYMENT OPPORTUNITY

In

Rural

To

Urban

MOVE

FINAL REPORT OF THE

LABOR MOBILITY DEMONSTRATION PROJECT

No. 87-01-66-05

(March '66 to May '67)

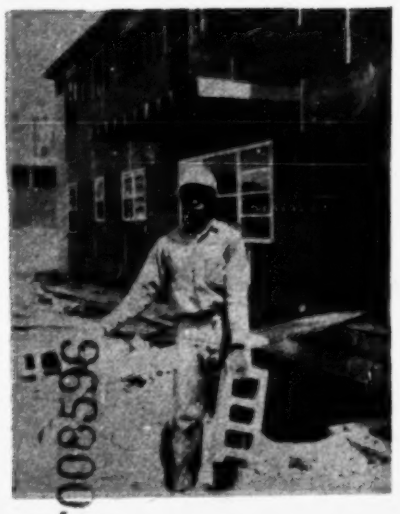
TUSKEGEE INSTITUTE
Tuskegee Institute, Alabama

Submitted to

THE OFFICE OF MANPOWER AUTOMATION AND TRAINING
UNITED STATES DEPARTMENT OF LABOR
WASHINGTON, D. C.

Submitted by

B. D. MAYBERRY
Program Director



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FINAL REPORT OF THE

LABOR MOBILITY DEMONSTRATION PROJECT

CONTRACT #87-01-66-05
Contract Period: March 1, 1966 - April 30, 1967

TUSKEGEE INSTITUTE
Tuskegee Institute, Alabama

Submitted to

THE OFFICE OF MANPOWER, AUTOMATION AND TRAINING
UNITED STATES DEPARTMENT OF LABOR
Washington, D. C.

Submitted by:

Date: January 15, 1968

B. D. MAYBERRY
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This report on a special manpower project was prepared under a contract with the Office of Manpower Policy, Evaluation and Research, U. S. Department of Labor, under the authority of the Manpower Development and Training Act. Organizations undertaking such projects under the Government sponsorship are encouraged to express their own judgment freely. Therefore, points of view or opinions stated in this document do not necessarily represent the official position or policy of the Department of Labor.

TUSKEGEE INSTITUTE
Labor Mobility Demonstration Project
Tuskegee Institute, Alabama 36088

Final Report

Contract #87-01-66-05

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F I N A L R E P O R T

CONTRACT #87-01-66-05
Contract Period: March 1, 1966 - April 30, 1967

I. INTRODUCTION

A. Background

In 1962, the United States Congress passed the Manpower Development and Training Act which was designed to return to the nation's labor force millions of persons who had been displaced by "Progress in the Twentieth Century"; (industrialization, mechanization, automation, and computerization). Subsequently, the Department of Labor, in cooperation with the Department of Health, Education, and Welfare, and other federal, state, and local agencies, initiated a national network of retraining programs in an effort to achieve the objectives of the Manpower Development and Training Act (MDTA). During the early stages of this program, many thousands of individuals acquired new skills and were returned to the labor market where they were employed in permanent, well-paying jobs.

The success of MDTA in the early stages was phenomenal; yet, hundreds of thousands of "hard core" unemployed and underemployed persons were not able to benefit from retraining because of inadequate basic education required to pass the General Aptitude Test Battery (GATB) as a prerequisite to entering retraining programs.

In 1964 Tuskegee Institute, supported by the Department of Labor (DL) and the Department of Health, Education, and Welfare (DHEW), initiated a retraining program designed to study the feasibility of

providing basic education concurrent with vocational skills training as a substitute for GATB as an entrance requirement. During the first half of this one-year program, it became quite evident that a highly significant number of persons who could not pass the GATB (for one or more of several reasons) were still retrainable.

B. Rationale for Labor Mobility

Labor Mobility is a matter of matching employable skills with existing job opportunities wherever they may be. Although skills and job matching may appear to be simple, the multiplicity of related socio-economic and behavioral factors make the matching process potentially most complex. In the first place, the target population for retraining, and subsequently relocation, is usually rural. This means that few, if any, of the retrainees are likely to find meaningful employment at home. Thus, the retrainees must find, or must have found for them, employment (in many cases) beyond commuting distance on a daily basis. Secondly, when jobs are developed for retrainees beyond commuting distance, their families must be moved to a new community. Most often, these new locations will have dissimilar problems to which they must adjust. Finally, when families have existed in chronic unemployment and/or underemployment for extended periods, a rather extensive amount of family counseling, vocational counseling, technical and financial assistance are needed for adequate readjustment.

The primary purpose of the retraining programs in Alabama is to retrain persons for local employment. The Labor Mobility program recognizes, respects, and seeks to facilitate this effort. For those

persons who do not, or cannot, reasonably be expected to find work at home, the Labor Mobility project aims to provide such counseling, technical and financial assistance as will be needed to place them on jobs at decent wages in other communities.

C. Description of Program

In 1965, Tuskegee Institute initiated a Labor Mobility Project supported by the Department of Labor. This project served mainly to develop jobs and to match these with skills of former MDTA trainees. The general objectives of this initial project were (1) to develop jobs for persons having salable skills, (2) to assist these persons and their families in relocating to the job area, and (3) to identify problems and provide solutions related to the relocation process. The more specific objectives were:

1. To study and demonstrate the feasibility of using non-governmental institutions and organizations in job development and relocation of unemployed persons;

2. To study the feasibility of the linkage of E and D relocation projects with E and D retraining projects;

3. To make cross comparisons of relocating MDTA trainees versus relocating other unemployed persons;

4. To gather information, to identify problems, and to seek solutions to problems associated with relocation before, during, and following the move; and

5. To assist a sample of trainees and a sample of other unemployed persons in becoming relocated to bona-fide job opportunities.

During this first project, families were relocated from low employment rural areas to urban centers in Alabama, and to urban centers extending from Poughkeepsie, New York to New Orleans, Louisiana. This

enabled Tuskegee Institute to observe and collect data on a broad range of opportunities and problems related to Labor Mobility. These initial objectives were preliminary and were successfully accomplished as may be noted in the final report of August 12, 1966. Because of the successes and revelations, a much more comprehensive project was proposed, funded and initiated on March 1, 1966. This new project embodied essentially all of the features of the first project but was revised to include a trial period and trial allowance prior to granting family relocation assistance. (See Objective E, page 19 for details.)

II. STATEMENT OF OBJECTIVES AND STATUS OF ACCOMPLISHMENTS

The Tuskegee Labor Mobility project which began March 1, 1966 was, in reality, a continuation of a similar project which was executed during the previous year. Although the objectives were sound, realistic, and were satisfactorily executed, the newness of the entire program made further validation of the findings most essential, particularly as related to the size of the sample. For this reason, the basic objectives of the first project served to guide activities of the second project with the addition of an objective (E) to cover the trial period. These objectives, along with results and discussions, follow:

A. To determine typical characteristics of trainees interested in moving to job demand areas in comparison with those trainees who are not interested.

In the course of identifying relocatees for this project, seven hundred and forty-one (741) persons were interviewed. The following

is a summary of responses when asked of they would be willing to move to a job in a new location:

Number willing to move	591
Number not willing to move . . .	39
Number uncertain	111
Total persons interviewed . . .	741

By far, the majority of the unemployed who were interviewed wanted to move. Unfortunately, however, many of those who were willing to move did not have employable skills. From among those who were trained, or had salable skills, 347 were relocated.

Thirty-nine (39) people from this sample were not willing to be relocated. This group included mainly the older people with large families having less mobile dependent relatives.

A relatively large number of persons (111) were undecided. This group included families having children in school, part-time farmers, and, in some cases, persons who were skeptical or doubtful with respect to their ability to adequately adjust to the new environment. In many cases persons who are at first undecided, change to willingness to move when circumstances change or when better informed. Hundreds of jobs remain unfilled because of the shortage of trained personnel in many skills areas. Therefore, once skills are acquired in these areas, finding jobs is not difficult. Matching jobs with skills is rather simple; however, such related problems as housing, financial assistance, family size, age of children, other dependent relatives, etc., make the mobility process most difficult.

It is a rare experience to find a trainee who is not interested in relocation if work is not available in his community. There are a

few cases, however, when unemployed persons, although interested, just are not able to move because of one or more extenuating circumstances. One case in particular was that of a trainee who did not move because of the need to live with or near an invalid parent for whom he was responsible.

Older persons tend to be much more firmly established in their home communities than younger persons, especially those who are just entering the labor force. There is a very significant correlation between age and mobility.

The ages of persons relocated by this project extended over a rather broad range (17 to 56 years of age). More than fifty-five per cent (55%) of those who were relocated were 25 years of age or less (17 to 25). The median age of those relocated by this project was 22.8. The preponderance of younger persons relocated is shown by the fact that the average age was 26. The data supporting these conclusions are presented in Table 1.

Table 1. Relocatees By Age Level

Age (yrs)	All Relocatees	Inmate Relocatees
Under 20	45	11
20 - 24	127	33
25 - 34	89	22
35 - 44	50	5
45 - 54	13	3
55 - 64	1	0
65 and over	0	0
Total	347	74
Median	23	20

Persons relocated by this project were predominantly male. This is not to suggest that males were more willing to move, but rather is a reflection of the fact that more males are in retraining programs, thus being prepared for new or different job opportunities. In addition, both retraining and relocation are aimed at heads of household. Here again, far more men are heads of households than is true with women. The exact relationships are presented in Table 2.

Table 2. Relocatees by Sex

Sex	Total	Inmates
Male	295	74
Female	52	0
Total	347	74

Male - 85%
Female - 15%

More than fifty per cent (50%) of the relocatees in this project had completed 12 or more years of formal schooling. Less than ten per cent (10%), however, went to school beyond 12 years. This may seem, at first, to mean that a rather significant number of the relocatees had a fair amount of education. This picture, however, is clouded by the fact that relocatees from rural Alabama tend to function, educationally, at about 1/3 of the years of school attendance. For example, those reporting that they finished twelve (12) years of schooling tend to function at about the fourth grade level. This fact has

been established by Tuskegee Institute, using the Gray Oral Reading Test as an evaluation device. Relocatees in this project by years of unverified schooling are presented in Table 3.

Table 3. Relocatees By School Year Completed

Education	Total	Inmates
Elementary		
Less than 5 yrs	5	0
5 - 7 yrs	34	12
8 yrs	27	8
High School		
1 - 3 yrs	91	34
4 yrs	166	18
College		
1 - 3 yrs	18	2
4 yrs or more	3	0
Other	3	0
Total	347	74

Unemployed persons generally will relocate, irrespective of the skill in question. This is clearly shown by the wide variety of skills that were relocated by this project. Tuskegee Institute was committed, however, to concentrating on persons who had completed MDTA retraining. The relatively large number of relocatees in certain

skills listed in Table 4 is a reflection of the proportional number in retraining programs of the particular skill. The complete list of skills involved in this project are listed in Table 4.

Tuskegee made a special effort to relocate MDTA retrainees. Attention was given, however, to all employable, yet unemployed, persons. The training experiences of relocatees were as follows:

	Total	Inmates
MDTA Retrainees	195	48
Vocational Trade School	104	26
Others	48	0
Total	347	74

The MDTA trainees above were recruited or referred to the Tuskegee Labor Mobility project from the Tuskegee Retraining Project and from other MDTA retraining projects over the State of Alabama. A very cordial and cooperative working relationship existed between Tuskegee and essentially all of the retaining programs. This greatly simplified and facilitated relocatee development in the Tuskegee project.

There are twenty-seven (27) state vocational and technical trade schools in Alabama operated by the Department of Vocational Education. These are scattered over the entire state and offer a two-year trade certificate program in several skills areas. The vocational trade school relocatees listed in the table above are graduates of one of these trade schools.

Tuskegee accepted the responsibility to relocate persons who had completed MDTA retraining regardless of race or national origin. Every possible attempt was made to abide by this commitment. No attempt was

Table 4. Relocatees By Skill Area

Skill	Inmate Relocatees	Total Relocatees
Welder	14	138
Motor Repairman	0	3
Brickmason	7	36
Radio & TV Repairman	2	3
Stockman - Retail	0	12
Secretary-Stenographer	0	10
Service Station Attendant	3	3
Auto-Mechanic	30	30
Draftsman	0	11
Barber	12	16
Nurse's Aid	0	11
Auto-Body Repairman	1	3
Carpenter	1	7
Fruit Processor	0	1
Clerk-Typist	0	23
Upholsterer - Furniture	0	2
Street Maintenance - Foreman	0	1
File Clerk	0	7
Machine Operator Conveyer	1	1
Heavy Equipment Mechanic	0	3
Guard - Police, Campus	0	1
Logger	0	1
Sheet Metal Worker	1	4
Tech. - Writer	1	1
Appliance Repairman (Small)	0	1
Pharmacist	0	1
Clothing Presser	0	1
Gouger	0	1
Nurse - Practical	0	3
Salesman - Route	0	2
Order - Filler (Retail)	0	2
Baker - Cake and Bread	0	1
Lumber - Grader	0	1
Electrician	0	1
Deliveryman (Route Truck)	0	1
Cashier	0	1
Butcher	1	1
Truck Driver	1	1
Painter	0	1
Total	74	347

made to either control or influence the racial ratio of relocatees. Tuskegee Institute simply made every possible effort to assist all trainees referred to it by the retraining programs in Alabama. The final results of this non-discriminatory effort are given in Table 5.

Table 5. Relocatees By Race

Race	Number	Inmates
Negro	188	8
White	158	66
Other	1	0
Total	347	74

Negro - 54%
White - 45

A very significant number of the relocatees were single at the time that they were assisted by this project. The fact that the relocatees were mainly youth who were just now entering the labor market accounted for such large proportions who had not married. The exact numbers are listed in Table 6.

Table 6. Relocatees By Marital Status

Marital Status	Total	Inmates
Married	156	17
Single	160	37
Other	31	20
Total	347	74

The married and the single categories in Table 6 apply to the conventional definition. The "other" category, however, includes those persons who have been, but are no longer married (divorced, widowed, separated, etc.).

There seems to be a tendency for small families to be more mobile than large families. Several factors may contribute to this. For example, young families are more mobile, and at the same time are naturally small. On the other hand, older families are less mobile, and have had time to become large. In addition, as the family size increases, the problems of relocation increase. Among the latter problems are adequate housing, favorable location for access to schools, and usually far more possessions to move. Occasionally, older relocatees with larger families have become owners, thus much more firmly established. The data with respect to relocatees in relationship to number of dependents are shown in Table 7.

Table 7. Relocatees By Number of Dependents

Number of Dependents (including self)	Number of Relocatees
None	0
1	150
2	51
3	46
4	39
5	20
6	20
7	9
8	6
9	1
10	2
11	1
12 and over	2
Total	347

Median No. Dependents - 1.5
Average No. Dependents - 2.7

The Tuskegee project was designed mainly to help the unemployed from predominantly rural counties of Alabama, but committed to serve the unemployed from urban areas as well. In our attempt to distinguish between rural and urban categories, a purely arbitrary line was drawn at a population of 25,000. Using a residence classification such as this runs the danger of considerable error; yet, it does provide a basis for discussion. Based on a dividing line at 25,000, 112 of the 347 relocatees were from urban areas and 235 were from rural areas.

Generally, unemployed persons will go wherever they are assured of reliable full-time employment at decent wages and social circumstances are reasonably compatable. If given the choice, however, relocatees will usually move to or near larger towns or cities than their own. Although both rural and urban unemployed persons will move in any direction, the tendency in each case is toward urban rather than rural communities. One additional observation is that the chances are greater that rural people will accept employment in another rural location than will urban people accept employment in rural areas. The data supporting this conclusion are presented in Table 8.

Table 8. Direction of Movement of Relocatees

Area of Residence	Total No. of Relocatees	Direction of Move	No. of Relocatees
Rural	235	Rural to Rural	34
		Rural to Urban	201
Urban	112	Urban to Rural	9
		Urban to Urban	103
Total	347		347

B. To describe types and significance of procedures and problems in developing jobs for relocating workers in various occupational categories.

The Tuskegee project has used mainly three major methods of identifying jobs for relocatees, namely:

1. By discussing the applicant skills listed in the Tuskegee files with employment service officers in an effort to identify skill demand areas; when jobs are located by this method, no further clearance has been found necessary.

2. By the door-to-door process as related to industries and businesses having job possibilities for the skills in question.

3. By following up on hearsay and public communications media.

Tuskegee Institute has found the employment service to be a very valuable source of information relative to the availability of jobs in demand areas. This information has been provided freely when available. Generally, the employment service catalogues requests as they come in from potential employers and makes them available to the Labor Mobility project on request. Quite often, however, the lists of jobs in the employment offices do not necessarily match the list of skills in the Labor Mobility project. The problem in this case is one of having jobs and skills that do not match. This problem is usually solved by being referred to specific potential job opportunities or by using other methods such as described in the next paragraph.

Tuskegee regards very highly the door-to-door approach to finding jobs for relocatees. In this method, the job development officer travels to job demand areas known to have potential job opportunities. He calls on the personnel manager and describes the potential relocatees on his list. He will usually have a personnel data sheet on each trainee

which he will present if the situation warrants such. Further, he will offer to bring the relocatees in for personal interviews if required. This procedure most often proves to be successful. It does, however, create some problems. Admittedly, this is a trial and error method which naturally fails occasionally. When it does fail, it creates the problem of significant expense with no immediate results. Occasionally, this is offset when the personnel manager finds the need to recall the job development officer. Quite often when the employer does decide to accept some of our relocatees, he wants them immediately. This creates an impossible task because of the time required to process a relocatee. Much of the problem here, however, is eliminated by Tuskegee's authority and funds with which to provide trial allowances. This point will be discussed in much more detail later in this report. (Section E, page 19.)

In many cases, the Tuskegee project staff learns about probable job opportunities by way of commercial news media and/or by simple hearsay. In either case, the project staff checks these out by following the same procedures and facing the same problems as in the case of the door-to-door method.

Generally, employers will not give long-term commitments to the employment of a certain number of persons in a given area at some extended future date. Usually, when he signs a job certification form, he wants the relocatees the next day or maybe the next week. This leaves too little time for processing the applicant.

When applicants are planning to move relatively short distances (50 to 200 miles), ten working days will usually be adequate. When the applicant is to be relocated for several hundred miles (300 to 1000 or more), ten to fifteen working days may be required to get the person on the job. In each case above, the time should be counted from the date of the issuance of a job certification form by the employer.

The problems of "lead time" may be essentially eliminated in projects having funds and authority to provide a trial allowance. For example, the Tuskegee projects provide eligible applicants with a trial financial allowance within forty-eight hours of the time of job certification. In addition, the family move will not be attempted within the first thirty days. The applicant, with funds provided immediately by the trial program, proceeds to the job area alone and returns after the trial period. In the meantime, many of the procedural steps in relocation may be in process.

The problems of timing, with respect to relocation, can be very much reduced by permitting the relocation staff to do most of the initial interviewing (ES-260), health services, etc., while the potential relocatees are still in training. In addition, the dealing with this group would be considerably less expensive than visiting each person at his home on an individual basis.

C. To describe types and significance of procedures and problems experienced in placement and in the process of relocation.

The procedures and problems related to job development have been

discussed. Other procedures and problems include housing, salaries and wages, and counseling.

The problem of housing for the families of relocatees has caused the Labor Mobility Project staff considerable concern. Regretfully, we must admit that this problem is by no means solved and little, if any, significant progress is evident.

In developing housing for relocatees, the relocation officer precedes the relocatee to the job area and locates temporary housing for the relocatee only; that is, not for the family. This temporary housing is usually by way of a room at the Y.M.C.A. (in larger cities) or by way of a room in private homes or boarding houses in the smaller places. (It should be noted here that this project includes a trial relocation period for about thirty days immediately prior to the family relocation. The relocation of the family is contingent on a successful trial period.) The relocatee will usually live in the temporary location during the trial period, but will locate for himself a more permanent place of residence for his family. In most job areas, housing is very expensive. Far too often, therefore, the relocatee will locate housing that is no better, and occasionally worse, than the housing in which he lived prior to relocation. At one time we avoided this problem by locating the more permanent housing for the relocatee. This did not work, however, because we had no way to force the relocatee to remain in, and pay for, housing that he considered too expensive. The relocatee had the right to move, and usually did move; the family found itself in no better living condition

than before relocation. In spite of this problem, we found it to be better for the relocatee to find his own family housing.

Salaries and/or wages caused some problems in a few cases. This, of course, has not been a common problem. In most cases when it did occur, it was because recent trainees were not willing to consider themselves as apprentices or beginning craftsmen in their particular trades area. This problem was usually created by inadequate vocational counseling during the training period. The Labor Mobility staff made an attempt to correct this, but had too little contact with relocatees for too short a period of time before relocation to be sufficiently effective. Professional in-depth counseling should be made a major part of every retraining program and should extend over the entire retraining period. When a graduating retrainee is referred to the relocation officer, it is only a matter of days before he is on a job. This leaves essentially no time for counseling by the Labor Mobility staff.

The whole area of counseling, including pre-vocational, vocational, family, and personal counseling, or the lack of it, is the source of many relocation problems. The lack of job proficiency is seldom the cause for unsuccessful relocation. Too often relocation failure is due to inability to adjust to the new work conditions or to the new environment. Some of the more specific adjustment problems include:

1. Inability to accept close supervision.
2. Irresponsibility.
3. Failure to adjust to time clocks and the need to be punctual.

4. Inadequate respect for employer and fellow employees.
5. Monday absenteeism.

To eliminate these, and other related problems, a much greater emphasis must be placed on counseling during the training period and during the entire process of relocation and job placement.

D. To determine why workers may reject specific job offers involving relocation.

It is a rare exception to find trainees who are not interested in moving to specific jobs involving relocation, as long as the job is in their area of skills training. The one rare exception here involved brickmasons who reject relocation to the far North. This rejection was not due to the skill itself but rather to the seasonal nature of the work. In New England, for example, brickmasons may work about eight months. The other four months are usually too cold for the proper setting of the mortar joints. If relocated, the relocatee must go on unemployment compensation or find other work not in his area of training. Otherwise, he must return to the South for the winter. This series of problems may often result in rejection of relocation to masonry jobs in the northern states. Other reasons for rejecting the offer of relocation are given in section "A" above.

E. To evaluate the significance of a trial allowance and to identify problems encountered in the relocation process; one month after trial allowance and two months after relocation allowance.

Moving a family from one community to another, or moving a retrainee from a rural to an urban setting, may give rise to problems

which were impossible to predict. During the first year of Labor Mobility at Tuskegee, we discovered that, to move an entire family to a new community prior to a preliminary "look-see" by the relocatee could prove to be a disadvantage rather than an advantage. In a few cases, the relocatee could not perform at a level satisfactory to the employer. In other cases, the problem of housing proved to be unbearable. To avoid these and other related problems, the project reported here requested, and was granted, resources to provide a trial period allowance.

The trial period allowance consisted of providing the relocatee with funds to go to the new job area alone and work for up to thirty days (or longer if required by the employer) on a trial basis. The financial assistance consisted of a round-trip commercial bus fare and adequate funds for cost of living until his first pay period. In addition, a small family allowance was left with his dependents as determined by his income tax status. If, at the end of the trial period, the employer was satisfied with the relocatee and the relocatee was satisfied with the new job and the new job area, then family relocation was extended in the form of additional funds, counseling and guidance, and other related services.

This more gradual process of relocation, essentially eliminated the problems which were created by an immediate complete family move. In addition, this process proved to be far less expensive. This was due to the fact that in many cases, small families and especially single relocatees, did not require additional assistance following the trial

period.

Of the 347 persons who were assisted in relocation, 337 received trial allowances. The remaining 10, who were assisted in job development and placement, received no financial assistance. The distances involved in these cases were too short to make the persons assisted eligible for financial assistance.

Twenty-eight (28) persons were granted trial allowances but either changed their minds or, for other reasons, did not report to the job area. Twenty-one (21) of these persons returned the checks (money) to the Labor Mobility office. Four (4) of the remaining seven (7) were inmates who were returned to prison before completing relocation. The other three (3) persons neither reported to the job nor have we been able to locate them in the home area. We are still hopeful of locating and helping them to find and accept employment.

In the process of relocating three hundred and forty-seven (347) families, $34,881.73 were used as trial allowance. This means that the average trial allowance per relocatee was $100.52.

One hundred and three (103) families received relocation allowance following the trial period. The total amount used for this purpose was $28,903.11, or an average of $280.61. When the total trial funds ($34,881.73) was combined with the total relocation funds ($28,903.11) then the total funds extended for relocation is $63,784.84, or an average cost of relocating 347 relocatees of $183.82.

In a few cases (26) pre-employment assistance was provided in the form of interview allowance. This is provided in cases where the

employer demands an interview prior to job assignment. The funds provided in this case were for travel and/or overnight accommodations in the job area. Twenty-six (26) relocatees were granted a total of $216.45, or an average of $8.32.

F. To assess significance of financial assistance in the form of a loan-grant combination provided under Section 208.

In the Tuskegee project, persons who were MDTA trainees for six months or more immediately prior to relocation, and persons in other retraining programs for 12 months or more during the same period were eligible for 100% grants. Other relocatees were provided a combination loan and grant if financial assistance was needed beyond the trial period.

Collecting loans extended to relocatees has been most difficult in too many cases. This has been especially true when, for any reason, the relocatee is not successful in holding his job. Because of this difficulty, Tuskegee screens very carefully and tries to provide only enough funds to make the relocation successful, and as near as possible, provide this in the form of a grant.

Loans to relocatees should be provided only when to do otherwise is not allowable.

G. To provide assistance in job development and relocation of inmates from the Draper Correctional Center at Elmore, Alabama.

In the past, an Alabama inmate has been released from prison dressed in a cheap, ill-fitting suit of clothes with about $10.00 in his pocket and a bus ticket to the county seat where he was convicted. His immediate problem is living until he can receive his first pay-check. Many of them, in order to use the skill training they acquired at Draper, have to relocate in urban areas, because there is no demand for their training in the rural areas from which they come. Although employers are willing to hire the "ex-convict," in many instances the releasee is faced with buying his own tools, purchasing suitable clothing and uniforms, and paying his rent and board. He is not able to obtain credit immediately because of his past record. This sort of dilemma serves only to increase the likelihood of recidivism.

In October, 1966, contact was made with the Labor Mobility Project (LMP) at Tuskegee Institute, Alabama, to investigate the possibilities of inmates being able to avail themselves of services offered by the project. A request to LMP was met with enthusiasm, and since that date, 74 releasees have benefited from the money provided for employment relocation. The demand for these services is overwhelming. Co-operation between LMP and the experimental projects at Draper is excellent; however, the large number of clients being processed and serviced has greatly overloaded the work of institutional personnel conducting research projects at Draper.

The primary goal of the work being conducted at Draper Correctional

Center is to reduce the rate of recidivism of releasees and parolees. We believe that services of the Tuskegee Institute Labor Mobility Project will have a profound influence in strengthening this goal. In great evidence already is the stability of those releasees who have been helped by LMP. Over 90% are employed; four are enrolled in college and working part-time; barbers and bricklayers begin work with the tools of their trade and do not have to incur indebtedness before they should. They are "sticking" with jobs probably because they were able to locate on better-paying jobs initially.

Because of the success experienced in the early stages of relocating persons released from MDTA programs in prison, it is considered highly desirable that this work be continued. To this point, the following is a statement released by the Executive Director of the Draper MDTA program.

"It is felt, that two full-time persons would be required to service the need at Draper Correctional Center. A combination of job development officer and follow-up counselor is required. His task would be to secure employment for relocatees and provide follow-up guidance and counseling after placement. Since he will be frequently traveling, a second person should be employed--an administrative assistant--who would be on site at all times to interview and work with those making application for relocation. The administrative assistant would handle all clerical duties and coordinate the requests with LMP at Tuskegee. Both employees would, of course, receive supervision and direction for LMP at Tuskegee.

"The Board of Corrections will furnish office space for the two people who will be assigned to Draper Correctional Center. Full co-operation will be given to them by the correctional staff and the staffs of the vocational and academic schools of Draper."

The suggestion made in the above statement with respect to additional staff was incorporated in the current Labor Mobility Project and is now in execution.

The relocation of ex-prisoners does present some special problems. One, of course, is the matter of job development. Employers are somewhat reluctant to employ ex-prisoners because of the customary image. The most difficult inmates to place are those who have served time for stealing or robbery. The Tuskegee staff has not observed any incidence of racial discrimination in the employment of ex-prisoners.

There is a tendency for larger companies and industries to be more receptive to ex-prisoners than smaller ones. Employers will seldom employ an ex-prisoner for a job where he will work alone or where he is given full responsibility for a plant area or station. The ex-prisoner is likely to be assigned to a group in the early stages of his employment. One other problem is that the ex-prisoner is less likely to have adequate work clothing, tools, valid driver's license, etc., than other unemployed persons. With relocation assistance, however, these latter problems are, at least pratially solved.

H. To assess relation of relocation experience to services provided prior, during, and after actual relocation. In carrying out this objective, determine (a) proportions and characteristics of workers who seek or

need various services during and after relocation, and (b) what services may be most useful or necessary for "successful" relocation.

The very nature of Labor Mobility activity limits the length of time between first contact and relocation of a relocatee. This, of course, limits services essentially to short-term counseling and finance. In MDTA programs where vocational, family and personal counseling are carried out, short-term counseling and finance are adequate for successful relocation. Where counseling during the training period is inadequate, adjustment on the new job and in the new community may be most difficult.

Counseling with respect to job and employer attitudes can be most helpful. The lack of favorable attitudes causes far more failure than the lack of proficiency in executing the job. Punctuality and reliability are factors which need to and must be dealt with most conscientiously if success is to be experienced.

The matter of personal financial management, or the lack of it, causes serious problems immediately following relocation. Many relocatees have been deprived for so long that they immediately fall into the trap of too many installment payments. Much time and effort need to be expended in warning and advising against this.

The relocatees with the highest probability of success are the younger ones with the most education and least family responsibility. The older relocatees, especially those with the least education and greater family responsibilities, tend to be further behind in socio-economic status. Therefore, these families have the greater socio-

economic "gap" to close. When efforts are made to close the "gap" too fast, serious problems are created. Often such persons become frustrated and far less efficient on the job. In some cases they will return or begin to shift jobs and lose status and credit standing. A concentrated effort at personal financial management counseling could greatly reduce this problem.

The matter of housing has been discussed earlier in this report. It is mentioned again here to point up the seriousness of it. In too many cases adequate housing is not available at reasonable rates. The answer may be in adequate public housing. Even in communities where public housing is available, the relocatee must live in the city or county from 6 to 12 months before establishing eligibility. It would be of considerable assistance to relocatees if they could be eligible for public housing as soon as a decent, reliable job is developed and accepted.

I. To study and demonstrate the feasibility of using non-governmental institutions and organizations in job development and relocation of unemployed persons to bona-fide job opportunities, in cooperation with the Unemployment Insurance Service.

Over the past two years, Tuskegee Institute has developed jobs for, and relocated, four hundred and fifty (450) unemployed persons. One hundred and three (103) of these were relocated during the first year, and three hundred and forty-seven (347) were relocated during the period of March 1, 1966 through April 30, 1967. It is considered that the execution of this project has been most successful. More than any

other single factor, the tremendous success of this project, in accomplishing the original basic objectives, has been due to the extensive support and cooperation by the Alabama State Employment Service. In addition, of course, support and cooperation by the regional and national offices of the Employment Service have been highly significant.

In the process of developing this project, the Employment Service committed itself to full cooperation and support. This commitment has been kept in the highest order. The benefits derived therefrom have been mutually supportive. This has been especially true as related to the mechanics of issuing financial assistance and with the over-all administration of the project to keep it in line with established and approved employment service policies. On the other hand, Tuskegee Institute has been, and still is, making an indispensable contribution to the employment service. This is particularly true as related to placing at its disposal scientific and professional expertise in the sociological and behavioral sciences which are so essential in experimental programs. This kind of expertise is usually not available in employment offices. Through cooperative ventures such as this, however, adequate professional personnel in the social sciences is made available to the employment service. By design, the employment service is "<u>service oriented</u>." Its staffing pattern, its operation, its funding, and its projections are all in this direction. On the other hand, institutions of higher learning are already geared for training, for experimentation, and, in the case of Tuskegee Institute, for basic

sociological research. This "service" requires continuous evaluation, updating and upgrading. To leave these activities to the institution while the employment service concentrates on placing these findings in operation as they become available, would be a most valuable relationship for both the institution and the employment service.

The institution could benefit to a very great extent from a cooperative relationship. A special case in point is to use the employment service and its clientele as a laboratory for students in the behavioral sciences and for the professional sociological investigators. Wherever possible, institutions should be encouraged to take advantage of this most valuable resource.

Where adequate personnel is made available, the employment service is fully capable of developing jobs and relocating unemployed persons to them. Evaluation and new knowledge relative to ways and means of improving the process are needed on a continuous basis. It is in this area that Tuskegee Institute, and other private agencies, can make a very significant contribution. It is our conclusion that it is most feasible and highly desirable that private agencies and institutions should continue to cooperate with the employment service until the problems of job development, relocation, and employment in general, are essentially eliminated or, at least, significantly reduced.

J. To study the feasibility of the linkage of E and D relocation projects with E and D retraining projects.

Tuskegee Institute has now completed two years of study relative

to the linkage of E and D retraining and relocation programs. In an earlier report (August, 1966), it was indicated that several personnel problems developed out of our efforts to link these two programs. The problems were due mainly to a lack of clarity in job description and responsibility. This condition was soon corrected and effective co-ordination was established. Subsequently, it was suggested that it may be most feasible and advantageous to link Labor Mobility with re-training programs.

After an additional year of study, Tuskegee wishes to reverse the conclusion reached and expressed in the paragraph above with respect to linkage of retraining and relocation programs. This reversed conclusion is based on a much larger population than we had the pleasure of working with during the first year. We consider our findings in this case, therefore, to be much more reliable.

A Labor Mobility project with a relatively small staff can adequately serve a rather large number of retraining projects; pacticularly if the completion periods are staggered. The relocation staff could operate on a year-round basis by this method. On the other hand, if the relocation staff was attached to the retraining program, it would be far less efficiently utilized. One other significant fact is that there are many potential problems which may arise out of relocation which demand the assistance of experienced personnel. A full-time Labor Mobility staff would gain far more experience and thus be much more capable of dealing with such problems as may arise. Finally, the funds for Labor Mobility are provided by a specific program which

is separate from the source of funds for retraining. This reason, alone, is sufficient to keep the two programs separate at the local or state level. In summary, therefore, it is recommended that Labor Mobility and retraining programs not be structurally or administratively linked for the following reasons:

1. A full-time Labor Mobility staff may be far more productive and economically efficient than could be possible with a mobility staff linked with each retraining program.

2. A full-time Labor Mobility staff would have the opportunity to gain considerably more experience and thus become far more proficient from a functional point of view than could be true on a part-time basis.

3. As long as the funds are provided by separate federal programs, it is not feasible to link relocation and retraining activities.

Although the linkage of Labor Mobility and retraining programs is not recommended, it is most essential that there is a definite workable plan for coordination. For effective operation, there must be a well synchronized referral system which brings the relocation staff into direct contact with the relocatees, either before or at the time of completion of the training period. The entire relocation process can be much improved if the ES-260 interview forms could be completed before the completion of the training period. This is not intended to preclude the fact that efforts will be made first to place the trainees on jobs in the home community without relocation assistance.

III. SUMMARY AND RECOMMENDATIONS

Over the past two years, Tuskegee Institute has been conducting an experimental and demonstration relocation project. During these two years, one hundred and three (103), and three hundred and forty-seven (347) relocations, respectively, were executed. In the sections of this report, an effort has been made to discuss in considerable detail Tuskegee's experiences with this later project (1966-67). In addition, however, it is considered appropriate to suggest some essential components and/or considerations for future relocation projects.

The Tuskegee project has been one conducted by a private, non-profit institution in cooperation with the employment service. Further, its clientele has been mainly rural or farm displaced persons who were relocated mainly in a rural-to-urban direction. Any and all recommendations made here shall be based on these considerations.

To facilitate discussion, the recommendations below shall be categorized as follows:

A. Major Objectives of Relocation

B. Organizational and Operational Structure of Labor Mobility Projects

C. Relocatee Development

   1. Training
   2. Interviewing
   3. Counseling
   4. Occupational Classification

D. Job Development

E. The Relocation Process

   1. Financial Assistance
      a. Job Interview
      b. Trial Allowance
      c. Relocation Allowance
      d. Health Examinations

F. Supportive Services

1. Housing
2. Family and Community Adjustment

A. Major Objectives

In 1947, fourteen (14) of every one hundred (100) workers in the United States were classified as farm workers. By 1967, this proportion had dropped to two (2) farm workers. At the present rate of mechanization, automation, and computerization, this proportion will drop to 1.5% farm workers by 1975. The additional fact in this case is that these farm laborers are not only leaving the farm, but also that they are no longer needed there. This means that there is a massive pool of manpower and human resource that must be helped in the readjustment process for bare existence. The major objective of relocation, therefore, should be aimed at human resource conservation and development. The immediate aim should be to place adults in self-supporting circumstances, and ultimately to expose their children to opportunities and in circumstances which will prevent the recycling of unemployment and subsequently deprivation. Once this objective has been given full consideration, attention may be given to supplying skilled employees for job demand areas.

Unless a massive national industrial decentralization program is instituted that will provide off-farm employment in rural areas, the rural unemployed will continue to migrate to urban areas. The Federal Government (Labor, Education, Health, etc.) should and must assume the responsibility of providing these migrants with the opportunity to become employable or they will continue to join the ranks of the public

assisted.

In some cases private industry will help in the training and/or relocation of its own recruitees. Even then, for maximum effectiveness the Federal Government must provide the initial motivation and considerable financial assistance if the needs of relocatees are to be considered over the needs of industry.

B. Organization and Operational Structure of the Project

The Tuskegee Labor Mobility Project has been operated in cooperation with the Alabama Employment Service. Essentially, the entire operation has been under the control of Tuskegee (within the guide lines of the Department of Labor), except for the payment of the final relocation allowance. The payment of the relocation allowance has been made by the Employment Service after the 900 series of forms had been completed by Tuskegee. The Employment Service has been most cooperative and helpful when requested, but in no way has it exercised any control or restraint on the program. This arrangement has worked most effectively and is, therefore, highly recommended.

Labor Mobility projects should be operated separately from, but coordinated with, retraining projects. In no case should they be officially or administratively linked. Each retraining project should have one referral officer to provide for referral and coordination of the trainees with the job development and relocation programs. By this means, one relocation project can adequately serve a large number of retraining projects. This process may be greatly facilitated by conducting the retraining projects such that the termination dates

are staggered.

The job development and relocation project should have a special mobility function. This enables the staff to specialize and become increasingly proficient in the process, thereby increasingly efficient. By serving several retraining projects, the Labor Mobility staff has a much greater probability to be engaged full-time in relevant relocation activity than could be possible if each retraining project had its own relocation staff.

C. Relocatee Development

Essentially, this topic deals with identifying persons who are eligible and willing to relocate. The Tuskegee project has had no difficulty in identifying unemployed persons who were willing to accept employment in another area. We are aware, however, that there are people in certain areas who are very reluctant to relocate. Such may be the case on Indian reservations and in many all-white Appalachian communities such as Clairfield, Tennessee. Tuskegee has been working mainly with the rural agricultural counties of Alabama where the communities are more loosely organized and where the people are traditionally separated for several reasons, including race, denomination, plantation, type of farm tenure, etc. This latter group is far more likely to relocate than the first where they are more firmly bound by much more race, family, or church commonality.

As indicated above, finding people who are willing to move is quite easy. The most significant limitation to relocation is employability. What rural Alabama needs most is a massive retraining

effort. When possible, this training should be provided in, or in commuting distance of, the home community. In the first place, this would be less expensive, and secondly, it would reduce problems created by trainee absenteeism from the home. In the case of women, training away from home is almost prohibitive if there are small children involved. Still another problem is the matter of providing housing, on a temporary basis, at an institution or other agencies merely for the purpose of training.

In identifying potential relocatees, unemployed and/or underemployed persons, who have employable skills which are not in demand in the home area, should be favorably considered. Other criteria may include age and size of family.

Younger persons (16 to 35) have a much greater probability of being successfully relocated. Generally, they will have accumulated less from which they may have to leave, sell, or move; and secondly, they are much more receptive to change. These younger people are more easily retrained for new jobs and, therefore, have a much greater chance of meeting the eligibility requirement. People of any age who have relevant work capability may be successfully relocated. One should be mindful of the fact, however, that the probability of making an unsuccessful relocation increases with the age of the relocatee.

Great care must be exercised in relocating large families. This is particularly true if there are school-age children. The problems of readjustment in the new location increase as the family size increases. Although large families (4 or more) do not preclude relocation,

they do require special consideration if they are to be successful.

The spouse should be interviewed in all cases where families are to be relocated. A special instrument should be devised for this purpose. A truer picture of the family may be derived if the wife is interviewed separate from the husband. This interview serves to inform the wife of the husband's intent, plus it helps the interviewer to predict the success of the relocation.

The employment service may be used in identifying potential relocatees. When this service is used, no firm clearance system is needed. This will only serve to retard or delay the process. The probability of failure due to clearance is caused by the fact that there may be considerable differences in the operational procedures of the employment service in different states. The employment service should be contacted and made fully aware of relocation, both in the sending and receiving areas. In neither case, however, should it exercise any control.

Interviewing, as a necessary step in identifying relocatees, should be made simple, short, and with considerable clarity. The MT-101 form is fully adequate for the determination of relocatee profile. With the addition of a few questions relative to work history and willingness to move, this form would be excellent for identifying relocatees. The ES-260 form is too long and asks too many irrelevant questions.

Counseling is a most essential part of the retraining program and the relocation process. It is far too important to be left to the

relocation staff, since their contact period is necessarily short (10 to 15 days). Counseling should be made a major component of the retraining program and should extend over the entire retraining period. If this is adequately accomplished, then the relocation counseling could be restricted to the relocation process, including adjusting to the specific receiving area. The comprehensive counseling should include family budgeting, personal relationships, improvement of self-image, grooming, civic responsibility, and vocation counseling relative to work pride, employer relationship, punctuality, absenteeism, reliability, and honesty. The l[illegible] of these qualities is usually far more detrimental to job holding capacity than initial ability to perform in the specific skill.

Occupational classification has a major influence on the success of a relocation. The unemployed should be relocated to full-time year-round jobs. For example, a meat cutter who works year-round in a super market for $100.00 per week is likely to stay in the demand area much longer and more successfully than a brickmason whose work is weather dependent, for $200.00 per week. In identifying relocatees, the nature of the work should be a major consideration.

D. Job Development

Finding jobs for adequately trained unemployed persons is usually quite easy. The job development officer will do well to first contact the state employment service. In many cases, adequate jobs may be found by this means. In addition, the job development officer should catalogue for himself an extensive list of employers relevant to the

job seekers in his files. To adequately use this catalogue, the job development officer should have sufficient funds to contact these employers. The following procedure has worked quite successfully for Tuskegee:

1. Write to the employer and give a brief description of the trainees who are, or will be, available for relocation to his area.

2. Telephone the personnel manager for follow-up and an appointment.

3. Make a personal appearance and provide the employer with a one-page profile of each person that is available and is being recommended to him.

4. Offer to arrange for personal interviews is necessary.

5. Request the employer to provide work for a thirty-day trial work period before final relocation.

This procedure will almost always result in the employment of one or more relocatees.

The job developer may resort to advertisement in commercial news media (newspapers, radio, and television) for job opportinities. As soon as potential employers are identified by this means, the procedure above may also be instituted. Here again, the probability of success is assured.

E. The Relocation Process

Once the relocatee is identified and a job is developed for him, we are faced with the matter of assisting him to the job area. The assistance in this case may be in the form of cash, advice, or both.

There are several categories in which financial assistance should be provided. These include:

1. Interview Allowance.--This should be provided for all relocatees whose employers require such. This assistance should be a grant sufficient to provide one round-trip commercial bus fare and overnight expenses for one to two days. Not more than one-half of the relocatees will need this service; however, when needed it is indispensable.

2. Trial Allowance.--Relocations are usually more successful when the relocatee is able to work a few days and review the job area before final relocation. Persons who have been unemployed for extended periods will need financial assistance during this initial period. It is highly recommended that a trial period allowance adequate to sustain the relocatee in the job area for one month, to provide him with one round-trip to and from the job area, and to maintain the family in the sending area for one month, be provided in the form of a grant. This trial allowance eliminates the many problems created when an initial relocation is not successful. In cases where the first trial is not successful, additional trial money is not recommended. All other services should be provided until a trial is successfully completed.

3. Relocation Allowance.--The current practice of providing a relocation allowance should be continued. The present lump sum allowance is quite necessary to facilitate readjustment in the new area. We also look with favor on the household goods moving allowance. In our opinion, these allowances should be carefully estimated on a minimum feasible basis and provided exclusively in the form of a grant. In no case should the minimum needs be met with a loan. In too many cases these loans have developed into a liability instead of an asset. Care should be taken to see that the moving cost is not greater than the value of the goods being moved.

4. Health Examinations.--Evaluation of the health status of relocatees is an essential special service. For many, this will be the first time that they will have had a physical examination. Although a physical is not required by all employers, it is still very valuable for the relocatee. There are agencies that will provide for remediation. Without the examination, however, many of the relocatees will never be referred to these remediating agencies.

   Funds should be provided in every relocation project to offer physical examinations to all relocatees. Where

found to be necessary, the Labor Mobility staff should refer the applicant to the appropriate health agency, facility, or health program.

F. Supportive Services

Supportive services, in many respects, are relatively intangible, yet may be most significant to the relocatee and his family. The matter of locating adequate housing at a reasonable rate stands out as a major problem. Something should be done to eliminate the resident requirement so that relocatees may move immediately into public housing when available in the receiving area. The Relocation Officer has found housing for relocatees, but found later that they had moved to other housing of their own choice. Because of the effort to get cheap housing, the relocatee often ends up in housing even more substandard than that which he left in the sending area.

Supportive services are usually provided at the expense of the relocatee. For this reason, neither the Labor Mobility project nor the Employment Service is very effective in identifying services that the family will accept on a permanent basis.

To facilitate adjustment in the new community, the Labor Mobility staff refers the relocatee to, and puts him in touch with, the employment service, the school system, and such private agencies as the church and community organizations. The extent to which this service is utilized is not fully understood. Additional studies are needed to perfect an effective referral and utilization program as related to supportive services.